MEMORANDUM MONROE COUNTY PLANNING DEPARTMENT

We strive to be caring, professional and fair

To: Monroe County Planning Commission Date: February 16, 2007 March 7, 2007 Meeting: Joseph Haberman, Planner From: Ralph Gouldy, Senior Administrator of Environmental Resources Aref Joulani, Senior Director of Planning & Environmental Resources Through: Request for an Amendment to a Major Conditional Use by David Paul Horan, P.A. RE: & Owen Trepanier on behalf of Key West Harbour Development 6000 Peninsula Avenue, Stock Island, Mile Marker 5 REQUEST: A. Proposal: The Applicant is requesting an Amendment to a Major Conditional Use in order to redevelop an existing marina on the subject property, commonly known as Peninsular Marine. The redevelopment proposal includes the construction of three (3) boat barns, which would provide space for up to 475 dry boat storage racks; one (1) multi-use building, which would contain a private ship's store and three (3) affordable housing dwelling units; one (1) private club house, which would contain dining facilities and other amenities for members of the marina; and three (3) attached market-rate dwelling units. None of the existing structures on the property will be retained. B. Location: 1. Island & Mile Marker: Stock Island, Mile Marker 5 Address: 6000 Peninsula Avenue Legal Description: Lots 5, 6 & 7, Square 61, Maloney Sub 4. Real Estate Numbers: 00127470.000000; 00127480.000000 & 00127480.000100 C. Applicant: 1. Owner: Key West Marina Investments LLC David Paul Horan, P.A. & Owen Trepanier 2. Agents:

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Marine):20070307 6000 Peninsula Ave Stock Island MM5 KW Harbour Dev Major Conditional Use SR RE 00127470 & 00127480.doc

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II PROCESS:

Pursuant to Sec. 9.5-69 of the Monroe County Code (MCC), following a review, the Development Review Committee (DRC) shall forward a report and recommendation on a major conditional application to the Planning Commission. The Planning Commission shall hold a public hearing on the application and thereafter issue a development order granting, granting with conditions or denying the application.

III PRIOR COUNTY ACTIONS:

The subject property was being used a marina prior to the adoption of the current land development regulations in 1986. Therefore, in accordance with MCC Sec. 9.5-2(c), the site is deemed to have a major conditional use permit.

On March 9, 2006, a pre-application conference involving Monroe County Staff and the Applicant was held to discuss the redevelopment and how the project could remain in compliance with the Monroe County Code. Based on the dialogue of the conference, a Letter of Understanding (LOU) was sent to the Applicant on May 17, 2006.

On December 1, 2006, a Letter of Development Rights Determination (LDRD) was sent to the Applicant stating the amount of lawfully-established non-residential floor area and dwelling units on the subject property.

 On December 5, 2006, the application was reviewed by the DRC. At the meeting, the DRC approved the project with conditions. One of the conditions was that the project could not be scheduled for review by the Planning Commission until Ordinance 037-2006, passed and adopted by the Board of County Commissioners (BOCC) on October 18, 2006, was approved by the State of Florida Department of Community Affairs (DCA). The DCA filed Final Order Number DCA07-OR-009 on January 12, 2007 approving Ordinance 037-2006.

IV BACKGROUND INFORMATION:

- A. Size of Site: 570,461 ft² (13.1 acres) of upland area and 824,641 ft² (18.9 acres) of submerged land (source: 2005 boundary survey by Frederick H. Hildebrandt) Net Buildable Area: 456,369 ft² (10.5 acres)
- B. Land Use District: Mixed Use (MU)
- C. Future Land Use Map (FLUM) Designation: Mixed Use / Commercial (MC)
- D. Proposed Tier Designation: Tier III

E. Existing Use: Currently, the subject property is developed as a marina. Land uses include light industrial (enclosed non-residential storage and boat repair), commercial retail, office and residential. At present, there are six buildings, two mobile homes, and several accessory structures on the property. There are also 55 existing wet slips, many of which are being occupied by live-aboard vessels. In addition, a large portion of the property is devoted to outdoor non-residential storage, which consists primarily of boats and associated marine equipment.

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- F. Existing Vegetation / Habitat: Existing vegetation consists of mangrove areas along some shorelines.
- G. Community Character of Immediate Vicinity: The community character of the immediate vicinity is derived from a mixture of land uses, including commercial retail, office, light industrial and residential. In addition, there are other mixed-use marinas nearby.

The location of the subject property on a peninsula along the southern shoreline of Stock Island leads to a majority of the property being surrounded by open water. As a result, there is only one contiguous property under separate ownership. The contiguous property, located to the West and owned by the federal government, is developed with a communications facility.

V REVIEW OF APPLICATION:

Pursuant to MCC Sec. 9.5-248, in the MU District, marinas may only be permitted with major conditional use approval.

MCC Sec. 9.5-65 provides the standards which are applicable to all conditional uses. When considering applications for a conditional use permit, the Development Review Committee shall consider the extent to which:

A. The conditional use is consistent with the purposes, goals, objectives and standards of the comprehensive plan and the land development regulations;

The proposed major conditional use amendment is consistent with the purposes, goals, objectives and standards of the MU District and MC future land use category designation.

Policies from *Monroe County Year 2010 Comprehensive Plan* that directly pertain to the subject property include:

- 1. Policy 502.1.1: Monroe County shall permit only port and port related land uses within the Safe Harbor/Peninsular port area of Stock Island.
- 2. Policy 502.1.2: Monroe County shall permit land uses supportive, complementary or otherwise port related nearby and adjacent to the Safe Harbor/Peninsular port area of Stock Island.
- B. The conditional use is consistent with the community character of the immediate vicinity;

The proposed redevelopment would be consistent with the community character of the immediate vicinity. A marina has existed on the subject property for over 30 years. Further, a mixed-use marina would be compatible with neighboring

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properties, an area which is composed of a diverse mixture of marina, commercial

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4. Emergency Management: The Applicant shall coordinate with the Fire Marshal to determine compliance with the fire code. As of the date of this report, the Assistant Fire Marshal has conceptually reviewed the project and is in the process of completing a Letter of Coordination.

F. The Applicant has the financial and technical capacity to complete the development as proposed;

Staff has no evidence to support or disprove the Applicant's financial and technical capacity.

G. The development will adversely affect a known archaeological, historical or cultural resource;

The proposed redevelopment will not adversely affect a known archaeological, historical or cultural resource.

H. Public access to public beaches and other waterfront areas is preserved as part of the proposed development;

According to the Applicant's Community Impact Assessment Statement, public access to the waterfront does not currently exist on the subject property. Only clients are provided with access. This assertion is supported by the 1993 Monroe County Marina Survey which indicates that Peninsular Marine was a private marina with client and member access only.

The proposed redevelopment will also be private and gated, accessible only to clients. However, as part of the redevelopment proposal, the Applicant has proposed to construct a public access point to the waterfront, in the form of either a boat ramp or dock. A pump-out facility and other amenities would also be provided. The public access would take place where Peninsular Avenue ends at the Northeastern section of the subject property, outside of the gated development.

This proposal would be consistent with Goal 6 of the Stock Island and Key Haven Livable CommuniKeys Plan concerning the provision and improvement Waterfront Access.

- I. The project complies with all additional standards imposed on it by the Land Development Regulations;
 - 1. Residential Rate of Growth Ordinance (ROGO) (§9.5-120): Compliance to be determined by Planning & Environmental Resources Department upon submittal to Building Department.

The three (3) proposed market-rate dwelling units and three (3) proposed affordable dwelling units require six (6) ROGO allocations (three (3) market-rate ROGO allocations and three (3) affordable ROGO allocations). In addition, the

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fifty (50) proposed transient units, in the form of live-aboards, also require ROGO allocations.

In the LDRD dated December 1, 2006, five (5) dwelling units were deemed lawfully-established on the subject property and fifty (50) live-aboards vessels were recognized as lawfully existing. Therefore, density permitting, the five (5) dwelling units found to be lawfully-established may be rebuilt and fifty (50) live-aboard vessels found to be lawfully in existence may be replaced without going through the ROGO allocation system.

However, the one (1) additional affordable dwelling unit will have to be allocated through the ROGO allocation system or transferred on-site from an eligible sender site in accordance with MCC Sec. 9.5-120.4.

2. Non-Residential Rate of Growth Ordinance (NROGO) (§9.5-124): In compliance.

Table 1. Proposed Non-Residential Floor Area

BUILDING	PROPOSED NON-RESIDENTIAL FLOOR AREA
Boat Barn 1	106,595 ft ²
Boat Barn 2	28,380 ft ²
Boat Barn 3	12,911 ft ²
Ship Store	1,242 ft ²
Clubhouse	8,243 ft ²
TOTAL	157,371 ft ²

Source: Site Plan by CES

Pursuant to MCC Sec. 9.5-124(b), recently amended with the adoption of Ordinance 037-2006, non-residential floor area means the sum of the gross floor area for a non-residential structure as defined in MCC Sec. 9.5-4, any areas used for the provision of food and beverage services and seating whether covered or uncovered, and all covered, unenclosed areas. Walkways, stairways, entryways, parking, loading areas are not considered floor area. Additionally boat barns, covered, and unenclosed boat racks with three or fewer sides not associated with the retail sales of boats, which do not exceed 50 percent of the net buildable area of the lot/parcel are not considered non-residential floor area. Non-residential floor area is not space occupied by transient residential and institutional residential principal uses.

In the LDRD dated December 1, 2006, it was specified that 15,371 ft² of non-residential floor area was lawfully-established on the subject property. The redevelopment proposal includes 9,485 ft² of total non-residential floor area (ship store and clubhouse). Since the amount of lawfully-established floor area exceeds the amount of that proposed, the Applicant does not have to receive any non-residential floor area allocated through the NROGO allocation system.

Concerning the boat barn's floor area, the subject property consists of 456,369 ft² of net buildable area. The total floor area of the three boat barns is 147,886 ft², an amount that does not exceed 50 percent of the net buildable area. Therefore, the

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floor area of the boat barns is not considered non-residential floor area and not subject to the NROGO.

3. Purpose of the MU District (§9.5-219): *In compliance*.

The purpose of the MU District is to establish or conserve areas of mixed uses, including commercial fishing, resorts, residential, institutional and commercial uses, and preserve these as areas representative of the character, economy and cultural history of the Florida Keys.

4. Permitted Uses (§9.5-248): In compliance if major conditional use permit is granted.

In the MU District, marinas are permitted with major conditional use approval provided that a) the parcel proposed for development has access to water at least four (4) feet below the mean sea level at mean low tide; b) the sale of goods and services is limited to fuel, food, boating, diving and sport fishing products; c) all outside storage areas are screened from adjacent uses by a solid fence, wall or hedge at least six (6) feet in height; and d) the parcel proposed for development is separated from any established residential use by a class C buffer-yard.

5. Air Installation Compatible Use Zone (AICUZ) Overlay (§9.5-260): Compliance to be determined upon submittal to Building Department.

The Applicant's redevelopment proposal indicates that measures will be taken to utilize design features that will meet or exceed those required to reduce noise impacts. The Applicant has requested a letter of coordination from the United States Naval Air Facility.

6. Affordable and Employee Housing (§9.5-266): In compliance.

Pursuant to MCC §9.5-266(b)(2), residential developments that result in the development or redevelopment of three or more dwelling units on a parcel or contiguous parcels shall be required to develop or redevelop at least 30 percent of the residential units as affordable housing units.

Five (5) existing dwelling units will be redeveloped. The redevelopment proposal includes the construction of three (3) affordable housing units, an amount over the 30 percent required.

7. Residential Density and Maximum Floor Area Ratio (§9.5-262, §9.5-267 & §9.5-269): *In compliance.*

Table 2. Proposed Land Uses

BUILDING	PROPOSED	LAND USE
Boat Barn	147,886 ft ²	Light Industry
Ship Store	1,242 ft ²	Commercial Retail
Clubhouse	8,243 ft ²	Commercial Retail

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Employee Housing (Affordable)	3 units	Permanent Residential
Market-Rate Housing	3 units	Permanent Residential
Live-Aboard Vessels	50 vessels	Transient Residential

Since permanent dwelling units existed on the subject property prior to 1986, the site is deemed to have maximum net density for the permanent residential use. Pursuant to MCC Sec. 9.5-262, in the MU District, for market-rate housing the maximum net density is 12 dwelling units per buildable acre and for affordable housing the maximum net density is 18 dwelling units per buildable acre.

Pursuant to MCC Sec. 9.5-308, live-aboards shall be counted as dwelling units when calculating density. Based on the Applicant's statement, the live-aboard units will be used transiently on the site. Pursuant to MCC Sec. 9.5-267, in the MU District, the allocated density for transient is 10 dwelling units per acre. However, the maximum net density of 15 dwelling units per acre may be achieved through the transferable development right (TDR) process.

Since the marina will be private, the ship store and clubhouse are considered low intensity commercial retail. Pursuant to MCC Sec. 9.5-269, in the MU District, the maximum floor area ratio (FAR) for low intensity commercial uses is 0.35 or 35 percent.

Prior to the adoption of Ordinance 037-2006, boat barns were considered a light industrial use and were subject to the light industrial FAR. With the adoption of Ordinance 037-2006, boat storage not associated with retail sales is excluded from being counted in the FAR; however, only up to 50 percent of the net buildable area.

Therefore, the redevelopment proposal is subject to the following density calculations:

Table 3. Land Use Intensities

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LAND USE	FAR / DENSITY	SIZE OF SITE	MAX ALLOWED	PROPOSED	DEV. POTENTIAL USED
Boat Barn (Light	N/A*	570,461 ft ²	228,185 ft ²	147,886 ft ²	0.0 %*
Industrial)					
Commercial Retail	0.35 FAR	570,461 ft ²	199,661 ft ²	9,485 ft ²	4.8 %
Residential	12 DU/	13.1 acres	126 units	3 units	2.4 %
(Market-Rate)	buildable	10.5			
	acre**	(buildable)			
Residential	18 DU/	13.1 acres	189 units	3 units	1.6 %
(Affordable)	buildable	(10.5			
,	acre**	buildable)			
Residential	10 DU/	13.1 acres	131 vessels	50 vessels	38.2 %
(Live-Aboards)	acre				
	· · · · · · · · · · · · · · · · · · ·			TOTAL	47.0 %

^{*} The total floor area of the boat barns does not exceed 50 percent of the net buildable area. Therefore, the floor area is not considered non-residential floor area and not subject to FAR

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^{**} The site is deemed to have maximum net density for the permanent residential uses only

 8. Required Open Space (§9.5-269 & §9.5-347): In compliance.

In the MU District, there is a required open space ratio of 0.20. Therefore, at least 20 percent of the site must remain open space. Open space means the portion of any parcel of land or water which is required to be maintained such that the area within its boundaries is open and unobstructed from the ground to the sky.

The subject property consists of 570,461 ft² (13.1 acres) of upland area. Therefore, the amount of open space required is 114,092 ft² (2.6 acres). The site plan indicates that 125,017 ft² (2.87 acres) of open space will be provided.

9. Minimum Yards (§9.5-281): In compliance.

The required non-shoreline setbacks for a marina use in the MU District are as follows: Front yard – 15 feet; Rear yard – 10 feet; and Side yard – 10/15 feet (where 10 feet is the required side yard for one side and 15 feet is the minimum combined total of both side yards).

The subject property has only two non-shoreline setbacks, along the property line to the North, considered a front yard, and along the property line to the West, considered a side yard. The rest of the site is surrounded by open water and is subject to the shoreline setback requirements.

10. Maximum Height (§9.5-283): Not in compliance.

Pursuant to MCC Sec. 9.5-4 (H-3), height means the vertical distance between average grade and the highest part of any structure, including mechanical equipment, but excluding chimneys, spires and steeples on structures utilized for institutional and public uses only, radio or television antenna, flagpoles, solar apparatus, and utility poles. However, in no event shall any of the exclusions enumerated above be construed to permit any habitable or usable space to exceed the applicable height limitations.

Therefore, no structure or building shall be developed that exceeds a maximum height of 35 feet. The building elevations indicate that Boat Barn 1, Boat Barn 2, Boat Barn 3, the clubhouse building and the ship store building have heights that exceed 35 feet.

11. Surface Water Management Criteria (§9.5-293): Compliance to be determined by South Florida Water Management District.

The Applicant has requested a letter of coordination from the South Florida Water Management District.

12. Wastewater Treatment Criteria (§9.5-294): Compliance to be determined by Florida Department of Health.

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The Applicant has requested a letter of coordination from the Florida Department of Health.

- 13. Fencing (§9.5-309): *In compliance*.
- 14. Floodplain Management (§9.5-316 & §9.5-317): Compliance to be determined upon submittal to Building Department.

All new structures must be built to standards that meet or exceed those of the MCC for flood protection. New construction of any non-residential structure within an AE flood zone shall have the lowest floor elevated to or above base flood level, or, together with attendant utility and sanitary facilities, be designed so that below the base flood level the structure is water-tight.

15. Energy Conservation Standards (§9.5-326): In compliance.

The redevelopment proposal includes the installation of native plants, which would reduce the requirements for water and maintenance; the installation of native shade trees, which would provide shade for plaza and parking areas; the provision of structural shading, which would provide shade for porch, balcony and plaza areas; the provision of private porches and patios for the residential units; and the utilization of building materials based upon energy efficient ratings.

In addition, the proposed redevelopment shall meet the required open space standards, which may result in reduced coverage by asphalt, concrete and rock.

- 16. Potable Water Conservation Standards (§9.5-327): Compliance to be determined upon submittal to Building Department.
- 17. Shoreline Setback (§9.5-349): In compliance to the maximum extent practicable.
- 18. Required Parking (§9.5-352): In compliance if Variance is granted.

Table 4. Off-Street Parking Requirements

SPECIFIC USE	MULTIPLIER	PROPOSED	REQUIRED SPACES
Multi-Family Dwelling Unit	1.5 spaces / unit	6 units	9.0 spaces
Commercial Retail*	3 spaces / 1,000 ft ²	9,485 ft ²	28.5 spaces
Live-Aboards	1.5 spaces / berth	50 berths	75.0 spaces
Marinas	1.0 space / berth	50 berths**	50.0 spaces
Marinas	1.0 space / 4 dry racks	475 dry racks	118.8 spaces
		TOTAL	281.3 spaces

^{*} As a note, the private club house is an accessory use to the principal marina use, and therefore not subject to off-street parking requirements

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^{**} In total, there are 100 proposed wet slips; however 50 are proposed to remain live-aboards

 The redevelopment is a mixed-use development. For that reason, it is eligible for a shared-parking reduction.

Table 5. Shared-Parking Calculations

SPECIFIC USE	NIGHTIME	IIGHTIME WEEKDAY		WEEKEND	
SPECIFIC USE	12AM-6AM		6PM-12AM	9AM-4PM	6PM-12AM
Marinas	8.4	118.2	16.9	168.8	33.8
(168.8 spaces)					
Residential	84.0	50.4	75.6	67.2	75.6
(84.0 spaces)					
Commercial Retail	1.4	17.1	25.7	28.5	20.0
(28.5 spaces)		İ			
TOTAL	93.8	185.7	118.2	264.5	129.4

Therefore, the required parking for the proposed redevelopment would be 265 spaces. The site plan indicates that 222 off-street parking spaces will be provided. This is 43 spaces short of the 265 spaces required, or 16 percent of the total required.

The Applicant has requested a Variance in order to receive a reduction in the offstreet parking required. If granted, the required off-street parking of 265 spaces would be reduced to 222 spaces. The request is currently scheduled for review by the Planning Commission on March 7, 2007 and must be approved.

Handicap Parking

If the Variance is approved, seven of the 222 off-street parking spaces provided must meet the handicap parking design requirements set forth in the Florida Accessibility Code for Building Construction. The site plan indicates that seven off-street parking spaces will be handicap accessible.

Scooter and Bicycle Parking

The proposal also includes an undesignated amount of scooter parking and two bike racks (each accommodating ten bikes). The provision of bike racks is consistent with Action Item 9.4.3 of *Master Plan for the Future Development of Stock Island & Key Haven*, which requires the provision of bicycle facilities and parking in all new development and redevelopment.

Boat Ramp Parking

Boat ramps require six off-street parking spaces per ramp (being a minimum of 14 feet by 55 feet) to accommodate trailers and oversized vehicles. No boat ramp parking was assessed for the boat lift because only clients will have access to the private lift and their vessels will be stored on the property and transported to the lift by staff of the facility.

19. Required Loading and Unloading Spaces (§9.5-354): In compliance.

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All non-residential uses with over 50,000 ft² of floor area require two loading and unloading spaces, measuring 11 feet by 55 feet. Two loading/unloading spaces are provided.

20. Required Landscaping (§9.5-361): In compliance.

Although required planting area and vegetation numbers are in compliance, for inspection purposes, Staff requests a landscaping plan consistent with the revised site plan.

21. Required Buffer-yards (§9.5-378 & §9.5-379): In compliance.

Although vegetation numbers are in compliance, for inspection purposes, Staff requests a landscaping plan consistent with the revised site plan.

- 22. Outdoor Lighting (§9.5-391, §9.5-392 & §9.5-393): Compliance to be determined upon submittal to Building Department.
- 23. Signs (§9.5-404 & §9.5-405): In compliance.

No signage has been proposed at this time.

- 24. Access Standards (§9.5-421 & §9.5-427): Compliance to be determined upon approval by County Engineer.
- 25. Traffic Study (§9.5-426): In compliance.

The traffic study indicated that there is adequate traffic capacity for the redevelopment and its findings were approved by the County Traffic Consultant.

Other issues with the application:

- A. Expansion of Wet Slips. The Applicant is proposing to have 100 wet slips. Currently, there are 55 existing wet slips on the site. Approval from the Florida Department of Environmental Protection and other pertinent agencies may be required for the reconfiguration and expansion.
- B. Marine Facilities and Working Waterfront, Interim Development Ordinance (IDO). The IDO directs Staff to defer the acceptance of certain development applications for the redevelopment of marine facilities and working waterfront at this time. Staff has found that the proposed redevelopment is not affected by the IDO.

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VI RECOMMENDED ACTION:

VII PLANS REVIEWED:

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- A. Site Plan (C-1) by Consulting Engineering & Science (CES), dated 12-05-2006;
- B. Paving-Grading-Drainage Plan (C-2) by Consulting Engineering & Science (CES), dated 12-05-2006;
- C. Building Floor Plans (A2.1A, A2.1B, A2.2, A2.3, A2.4A, A2.4B, A2.4C & A2.5) by Fisher and Associates, dated 09-29-2006;
- D. Building Floor Plans (A2.6A & A2.6B) by Fisher and Associates, dated 01-03-2007;
- E. Building Elevations (A4.1A, A4.1B, A4.2, A4.3, A4.4A, A4.4B, A4.4C, A4.5A & A4.5B) by Fisher and Associates, dated 09-29-2006;

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- F. Building Elevations (A4.6A & A4.6B) by Fisher and Associates, dated 01-03-2007;
- G. Landscape Plan and Plant List by Carl P. Gilley, not dated;
- 3 H. Boundary Survey by Frederick H. Hildebrandt, dated 01-01-2007;
- 4 I. Level III Traffic Study by Transport Analysis Professionals, Inc, dated December 2006.

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